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Thoughts on Rationalizing the  
Requirements and Collection Tasking Processes

The President, in his letter of 22 March, stated: "I am particularly concerned that the link between substantive intelligence needs and intelligence resources be clearly understood and evaluated". The most difficult problem facing the DCI in meeting this charge is that there is no such link. The main reason the Intelligence Community could never have had an effective evaluation process (assuming it wanted one) is the tremendously wide gulf between the establishment of requirements and priorities on the one hand and the allocation of resources and evaluation on the other: never the twain meet. This is a pervasive problem. It is reflected in attitudes, thought processes and even organizationally, with one group--USIB--concerned with "substance" and another--IRAC--concerned with resources.

The KEP, of course, was designed mainly to bridge this gulf and, in effect, to provide the link which so rightly concerns the President. But even when operational, the KEP will address only the tip of the iceberg, and there are major problems ahead in making it work at all.

25X1A Beneath this overall problem are other closely related obstacles to effective community management. One is the nature of the requirements process. [ ] has written on that aspect. Another, which threatens the success of the KEP itself, is the absence on the collection side of the community of any capability to review the total collection task, which, bad enough in itself, leads to still another lack: there is no structure allowing for an integrated interface between the production and collection sides of the community.

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Looking at the KEP alone for a moment, this void on the collection side is perhaps the single most serious obstacle to successful implementation. Recognizing the fact that all twelve NIO's cannot effectively provide for the essential interface with collection managers, the IC Staff has provided a KEP monitor to perform this task, among others. This has worked fairly well in the relatively simple job of preparing the Baseline Reports in the pilot run. It is highly unlikely that it will work even for the Performance Reports in the pilot run and almost certain that it will not for a fully operating, steady-state KEP.

The larger problem, of course, is the lack of any meaningful overview of all collection efforts. Combined with the lack of a systematic formulation of requirements, and in the context of the overall separation between "substance" and resources/evaluation, one can hardly avoid the conclusion that as presently structured the Intelligence Community "can't get there from here". Without a soundly-based set of requirements linked to collection tasks, production output and the associated costs, it is difficult to see how the DCI can even know in any coherent way what the community is doing, why it is doing it, and how the resources are being used--much less evaluate overall performance.

Clearly some structural changes are needed.  25X1A  
has addressed the requirements dimension and recommended an overall Requirements Committee. A good proposal but more is needed. As I see it, there are several approaches one could take:

(1) Establish a DCI Executive Committee responsible for reviewing and validating community-wide requirements and the resultant collection tasking. The community would report directly to the DCI and be composed as follows:

D/DCI/IC - Chairman  
Senior Representative from DIA - Vice Chairman  
D/DCI/NIO  
Chairman, SIGINT Committee  
Chairman, COMIREX  
Chairman, Human Sources Committee  
Chairman, Requirements Committee (if formed)

(2) Establish a USIB Requirements and Collection Committee (same responsibilities as in 1 above) composed as follows:

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D/DCI/IC - Chairman  
Senior Representative from DIA - Vice Chairman  
D/DCI/NIO  
Chairman, SIGINT Committee  
Chairman, COMIREX  
Chairman, Human Sources Committee  
Chairman, Requirements Committee (if formed)

(3) Establish two separate committees, one on Requirements and one on Collection, composed as follows:

Requirements Committee

Chairman designated by  
DCI with USIB advice

Members representing  
USIB members/Mil Depts

Collection Committee

Chairman designated by  
DCI with USIB advice

Members representing  
USIB members/Mil Depts

(4) Rely on the NIO's per [ ] suggestion in his 25X1A  
memo on this subject.

[ ] 25X1A

25X1A

Attachment:

- (1) [ ] Requirements paper  
(2) [ ] paper on "Collection  
System Trade-offs"

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